

**City of Greensboro Planning Department  
Zoning Staff Report  
March 14, 2005 Public Hearing**

*The information provided in this staff report has been included for the purpose of reviewing proposed zoning changes. Since the zoning process does not require a site plan, there may be additional requirements placed on the property through the Technical Review Committee process to address subdivision and development regulations.*

**Item:** L  
**Location:** 419, 421 & 423 Spring Street

**Applicant:** Voss C. Milloway  
**Owner:** Voss C. Milloway

**From:** RM-26 Residential Multifamily  
**To:** Conditional District – General Office Moderate Intensity

**Conditions:** 1) Uses limited to Business, Professional and Personal Services.  
2) Any office building constructed on the property shall consist of the following primary building materials: brick, masonry, stone, stucco, wood and/or glass.

SITE INFORMATION	
<b>Max. Developable Units &amp; Density</b>	N/A
<b>Net Density of Developable Land</b>	N/A
<b>Existing Land Use</b>	Three Single Family Homes
<b>Acreage</b>	0.52
<b>Physical Characteristics</b>	<i>Topography:</i> Slight slope westward <i>Vegetation:</i> Grass & mature trees <i>Other:</i> N/A
<b>Overlay Districts</b>	N/A
<b>Historic District/Resources</b>	???
<b>Generalized Future Land Use</b>	Mixed Use Residential
<b>Other</b>	N/A

SURROUNDING ZONING AND LAND USE		
<b>Location</b>	<b>Land Use</b>	<b>Zoning</b>
<i>North</i>	Vacant lot	RM-26
<i>South</i>	Duplex Dwelling	RM-26
<i>East</i>	Single Family Residential	GO-H
<i>West</i>	Single Family Residential	RM-26

ZONING HISTORY		
Case #	Year	Request Summary
		This property has been zoned RM-26 since July 1, 1992. Prior to the implementation of the UDO, it was zoned Residential 60.

DIFFERENCES BETWEEN RM-26 (EXISTING) AND CD-GO-M (PROPOSED) ZONING DISTRICTS	
<b>RM-26:</b>	Primarily intended to accommodate multifamily uses at a density of 26.0 units per acre or less.
<b>CD-GO-M:</b>	Primarily intended to accommodate moderate intensity office and institutional uses, moderate density residential uses at a density of 12.0 units per acre or less, and supporting service uses. See conditions for use limitation and other restrictions.

TRANSPORTATION	
<b>Street Classification</b>	Smith Street – Major Thoroughfare, Spring Street – Major Thoroughfare.
<b>Site Access</b>	Unknown at this time.
<b>Traffic Counts</b>	Spring Street ADT = 5,611, Smith Street ADT = 18,500.
<b>Trip Generation</b>	N/A.
<b>Sidewalks</b>	Existing.
<b>Transit</b>	Yes.
<b>Traffic Impact Study</b>	Not required per TIS Ordinance.
<b>Street Connectivity</b>	N/A.
<b>Other</b>	N/A.

ENVIRONMENTAL REVIEW	
<b>Water Supply Watershed</b>	No, North Buffalo Creek
<b>Floodplains</b>	None
<b>Streams</b>	None
<b>Other</b>	N/A

LANDSCAPING REQUIREMENTS	
Location	Required Planting Yard Type and Rate
<i>North</i>	Street Yard - 8' avg. width; 2 canopy/100', 4 understory/100', 17shrubs/100'
<i>South</i>	Type B Yard - 30' avg. width; 3 canopy/100'; 5 understory/100', 25 shrubs/100'
<i>East</i>	Street Yard - 8' avg. width; 2 canopy/100', 4 understory/100', 17shrubs/100'
<i>West</i>	Type B Yard - 30' avg. width; 3 canopy/100'; 5 understory/100', 25 shrubs/100'

## CONNECTIONS 2025 COMPREHENSIVE PLAN POLICIES

### Connections 2025 Written Policies:

*Man-made Environment Goal:* Preserve and enhance the character and visual quality of Greensboro's built environment, including historic resources, private developments, and public landscapes.

*POLICY 5D:* Preserve and promote Greensboro's historic resources and heritage.

*POLICY 5D.2:* Support protection of historic resources through district designation or development review.

*POLICY 6A.4:* Implement measures to protect neighborhoods from potential negative impacts of development, redevelopment, and/or public projects that are inconsistent with the neighborhood's livability, architectural or historical character, and reinvestment potential.

*POLICY 6B.2:* Promote rehabilitation of historic houses and buildings.

*POLICY 6B.3:* Improve maintenance of existing housing stock.

### Connections 2025 Map Policies:

*The area requested for rezoning lies within the following map classifications:*

*Mixed Use Residential:* This designation applies to neighborhoods or districts where the predominant use is residential and where substantial, compatible local-serving nonresidential uses may be introduced. Such use mixes are typically found in older, in-town neighborhoods that accommodate "corner stores" and other local services, as well as in newly developed traditional neighborhood developments (TNDs). This district is also applied in areas suited to a diverse mix of housing types and densities. Ensuring that buildings are of the appropriate scale and intensity is critical.

## CONFORMITY WITH OTHER PLANS

*The following aspects of relevant plans may be applicable in this case:*

**City Plans:** N/A

**Other Plans:** Under the Center City Development Plan prepared by Trkla, Pettigrew, Allen & Payne, Inc. (1990), these lots were located in *Area L: Northwest Residential District*. The Plan pointed out that this older residential enclave had traditionally functioned separate and apart from the remainder of the downtown. This area was also physically separated from other residential areas by the railroad and major arterial streets. Accordingly, the Plan pointed out that this area had a greater susceptibility to change and conversion, and was more vulnerable to the pressures and impacts of the adjacent commercial activities. This area included a mix of single family, duplexes and multifamily uses, offices and parking lots. Specific objectives for this area included:

- This district should be maintained as a close-in residential area. It should be the focus for major housing rehabilitation efforts and also new infill housing development.

- Permitted uses within this district should include single family housing, multifamily housing, parks and open space areas, and institutional uses.
- Existing single family homes within this district should be allowed to remain. Homes in poor condition should be rehabilitated and remodeled as required.
- In general, commercial or office uses should not be encouraged within this district. If the primary objective is to maintain this enclave as a residential area, future commercial development is not appropriate. Whereas some downtown districts might function well as mixed-use areas, continued non-residential development in this particular district would adversely affect neighborhood quality.

In the 2002, Greensboro Center City Plan prepared by Action Greensboro and Cooper Cary, Inc., these lots are shown as residential. This quadrant of the downtown Plan is labeled as the Bellemeade neighborhood and within this neighborhood there is an area roughly bounded by Prescott Street to the west, West Friendly Avenue to the south, Spring Street to the east, and one lot depth south of Battleground Avenue to the north that is designated as a residential district. The Plan emphasizes the importance of having all facets of life including: residential, office, retail, entertainment, and education available within the downtown in order for it to be fully viable.

## STAFF COMMENTS

**Planning:** Staff feels that the recommendations contained in the two Center City Development Plans as detailed above are still relevant to this area, especially the observation that it should be maintained as a close-in residential area. The Bellemeade neighborhood provides the largest opportunity for single family detached residential units within the entire downtown and if it is fostered and maintained it could become one of the largest assets to the downtown area. Plans for Downtown continually stress the importance of enhancing residential opportunities and approval of this rezoning proposal would be counterproductive to such an objective.

With one exception, all the lots on the west side of North Spring Street, north of Bellemeade Street are zoned RM-26. The vacant lot that is currently zoned CD-GO-M has a condition that would require that any building on the lot would contain at least one residential dwelling unit. Staff feels that rezoning these three lots will set an adverse precedent for this block which could lead to the eventual conversion of other residential properties to nonresidential uses.

Furthermore, the retention of these houses are supported by the Comprehensive Plan primarily by policies that promote the preservation and protection of Greensboro's historic resources and the protection of neighborhoods from potential negative impacts.

**GDOT:** No additional comments.

**Water Resources:** No additional comments.

**HCD:** These properties are occupied by architecturally significant structures. Two were built around 1920 and the third is somewhat earlier, perhaps pre-1900. More importantly, these properties are part of a relatively intact historic residential neighborhood developed in the late nineteenth and early twentieth centuries on the edge of downtown. The block bounded by N.

Cedar, Smith, Spring and Bellemeade streets is particularly intact for an area so close to downtown. A survey conducted in 1990 by the City of Greensboro and the State Historic Preservation Office identified a concentration of historic resources in this area. The extent of historic resources made it a potential candidate for historic district designation

This area could be studied for possible historic district or TND zoning as a means of preserving its special character and protecting it as a downtown housing resource. A number of significant structures have been lost in this area since the 1990 survey, including the Ireland House. Additional demolitions are occurring or are planned in the near term. If this trend continues the neighborhood would soon lose its physical integrity and historic district zoning would not be an option. The city would lose an opportunity for the preservation of a historic housing area that could play a significant role in downtown revitalization.

### **STAFF RECOMMENDATION**

Based on the information provided in this report staff recommends denial of this request primarily due to:

- the need for downtown to provide all facets of life including: residential, office, retail, entertainment, and education available within the downtown in order for it to be fully viable;
- the need to preserve the special character of this area and protect it as a downtown housing resource;
- the protection of neighborhoods from potential negative impacts;
- the opportunity for the protection and preservation of a historic housing area that could play a significant role in downtown revitalization and become a major asset to the downtown; and
- plans for downtown continually stress the importance of enhancing residential opportunities and approval of this rezoning proposal would be counterproductive to such an objective.